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Strategic Outreach Conference Report

The Army and the
Environment

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THE ARMY AND THE ENVIRONMENT

Report of the
Strategic Outreach Program
Roundtable Conference

Edited by
Lieutenant Colonel Kent Hughes Butts, Ph.D.

Sponsored by

Strategic Studies Institute
U.S. Army War College
Carlisle Barracks, Pennsylvania



July 24-25, 1990

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FOREWORD

The Strategic Studies Institute (SSI) of the United States Army War College is the proponent agency for the Army's Strategic Outreach Program. The Strategic Outreach Program is designed to establish and maintain informed dialogue on national security issues between the Army and various sectors of the academic community and society. Participants may include academics, analysts, and private citizens who have an active interest in defense and security matters, especially as those issues pertain to the Army now and in the future.

As part of this program, SSI hosted a roundtable conference on the Army and the Environment at the U.S. Army War College on July 24-25, 1990. Representatives from academia, corporate America, Federal and State governments and environmental organizations participated. The purpose of the conference was to exchange views on clarifying and defining the Army's role in the environmental issues of the 1990s and beyond. Discussions focused on the following areas:

- Significant Environmental Trends;
- Congressional Priorities and Attitudes;
- Environmental Protection Agency Perspectives;
- National Security and International Conflict;
- Lessons from Private Industry.

The work of the roundtable conference included informal participant presentations on their areas of expertise. Subsequent discussions were directed at formulating recommendations for the Army in meeting the environmental challenges in these areas. This report was written and edited by Lieutenant Colonel Kent Butts from notes taken during the conference.

The Strategic Studies Institute is pleased to offer this contribution to the literature concerning the Army and the environment.

A handwritten signature in cursive script, reading "Karl W. Robinson".

KARL W. ROBINSON
Colonel, U.S. Army
Director, Strategic Studies Institute

Participants

Mr. Richard Bordman, Director of the Office of Environmental Resources, Commonwealth of Pennsylvania

Dr. Abraham Chayes, Felix Frankfurter Professor of Law, Harvard Law School

Dr. John B. Garver, Jr., Chief Cartographer, The National Geographic Society

Captain Arthur Lee, Department of Civil Engineering, Pennsylvania State University

Colonel Hugh M. McAlear, Assistant for Environment, Office of the Deputy Assistant Secretary for Environment, Safety and Occupational Health, The Pentagon

Mr. Stephen Poltorzycki, Director of Environment, Health and Safety Consulting, Arthur D. Little, Inc.

Dr. William Sharpe, Professor of Forest Hydrology, Environmental Resources Research Institute, The Pennsylvania State University

Dr. Michael M. Simpson, Science Policy Research Division, Congressional Research Service

Mr. Victor H. Sussman, Director, Stationary Source Environmental Control, Ford Motor Company

Ms. Lorraine Urbiet, Federal Facilities Coordinator, Region III, Environmental Protection Agency

Chair

Lieutenant Colonel Kent H. Butts, Strategic Studies Institute, U.S. Army War College

Rapporteur

Rita Rummel, Strategic Studies Institute, U.S. Army War College

Typist

Patricia Bonneau, Strategic Studies Institute, U.S. Army War College

CONFERENCE REPORT

NEW ENVIRONMENTAL TRENDS: IMPLICATIONS FOR THE ARMY

Public concern for the environment has recently reawakened just when the trend toward peace between the superpowers has reduced perceptions that global war is likely. Unlike previous times when "we"- "they" stereotypes characterized the environmental debate, today's environmentalists are politically broad-based and enjoy unprecedented support from domestic and international leaders. The new environmental movement's power is substantial and has serious implications for the Department of Defense (DOD) and the Army, which are no longer buffered by the perceived importance of the Soviet threat. The increasing scrutiny by environmental groups, Congress, and local, State and Federal regulatory agencies shows no signs of abating and may soon threaten the Army's operational readiness. The American people are putting high priority on the environment (see Figure 1).

In January 1989, *Time* magazine bypassed many world leaders to select the Endangered Earth as Planet of the Year. Dedicating its man of the year issue to environmental issues recognized the shift in international priorities away from a preoccupation with the threat of East-West global nuclear war to other matters, such as the galvanizing issue of concern for the Earth's environment. A series of issues and events in recent years have given rise to this groundswell of environmental concern that cuts across international and ideological barriers. These issues include evidence of ozone layer destruction and global warming, the Chernobyl accident, the recent pattern of droughts, and the browning of Europe's forests.

In the Soviet Union and Eastern Europe, environment problems have been the focal point of many new political actors. The environment was a central theme of Mikhail

Ranking of Economic Priorities (Gallup, 11/88)		% Indicating Top Priority	
1.	Reduce Federal Budget Deficit		76%
2.	Protect The Environment		64%
3.	National Health Insurance		44%
4.	First-time Buyers Assistance		40%
5.	Child-care Program		39%

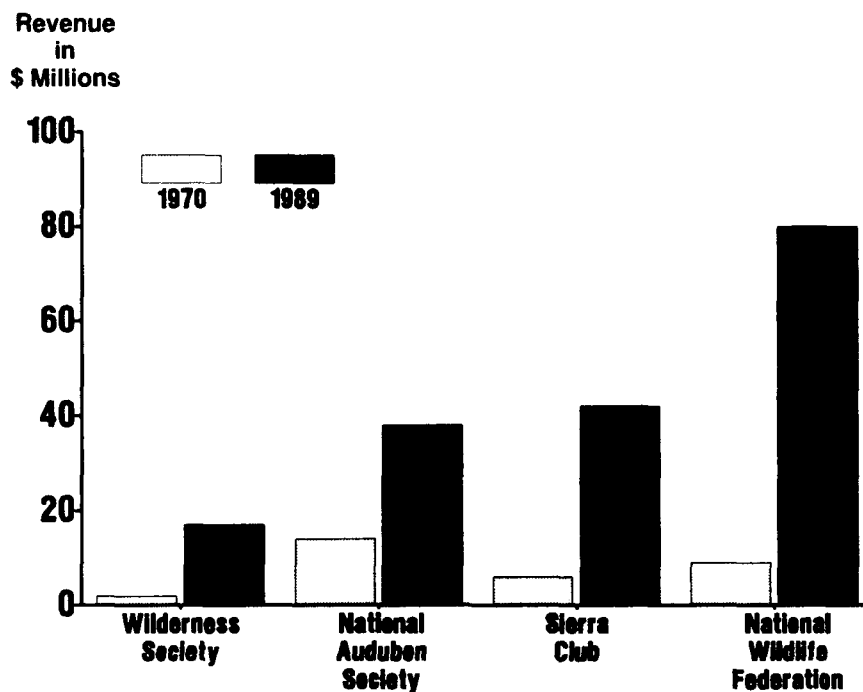
New York Times/CBS, 7/88		Year	% Agreeing
"The Environment is so important that requirements and standards cannot be too high and continuing Environmental improvements must be made regardless of costs."		1981	45%
		1988	65%

Gallup, 7/88		Oppose	Favor
Do you generally favor or oppose relaxing pollution controls to reduce costs to industry?	Republicans	66%	24%
	Democrats	63%	29%
	Independents	72%	18%

Figure 1. Public Environmental Concern.

Gorbachev's 1989 U.N. address. Czechoslovakia's Chapter 77 calls on the government to emphasize environmental cleanup. Thousands of citizens staged public protests against a chemical plant in Armenia and a nuclear power plant in Lithuania, and the Soviet Union abandoned plans to complete a chemical weapons disposal plant at the Volga River town of Chapayevsk under pressure from its growing environmental lobby.

In the United Kingdom, Margaret Thatcher's profound conversion to the environmental cause earned her the logo of "Green Goddess." Japan created a \$1 billion aid plan to help fight Mexico City's severe air pollution. In the United States, President Bush has taken steps toward making the environment a national priority, such as increasing the budget of the Environmental Protection Agency (EPA), and key senators have called for diverting military funding to hazardous waste cleanup. Environmental organization membership and



Source: Wall Street Journal, April 19, 1990.

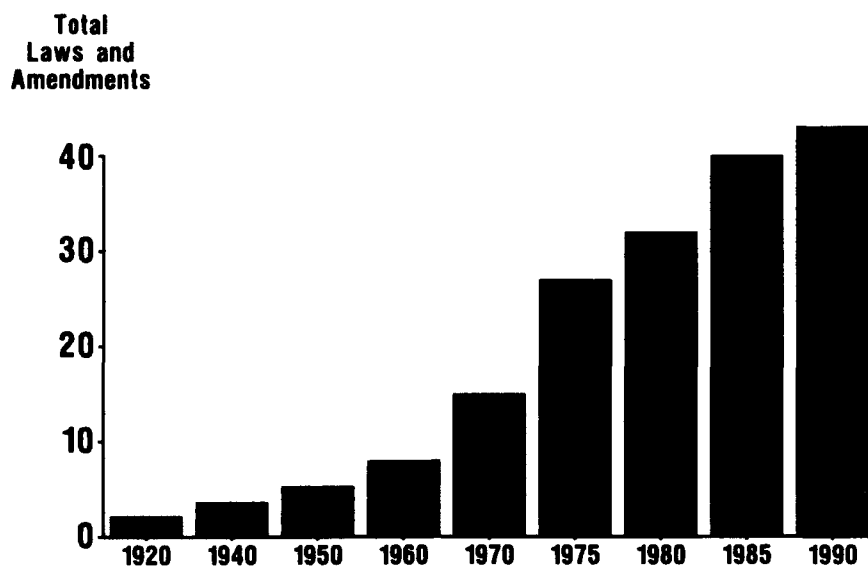
Figure 2. Environmental Group Revenue Growth.

revenue growth have risen dramatically in recent years (see Figure 2). Moreover, concern for the "greenhouse effect" is so strong that environmental groups are offering qualified support for a new generation of nuclear power plants to replace fossil fuel energy sources.

What these events make clear is that concern for the environment has become a consensual issue that politicians are finding increasingly attractive. Institutions that are insensitive to environmental issues can expect to be criticized by well-meaning environmentalists and politicians.

CONGRESSIONAL PRIORITIES AND ATTITUDES

Domestically, the exponentially increasing number of environmental regulations, their implementing strategies and heightened focus on Federal facility environmental compliance have staggering implications for DOD (see Figure 3). Since



Source: Army Toxic and Hazardous Materials Agency.

Figure 3. Federal Environmental Legislation's Exponential Growth.

1980, the code of Federal environmental regulations has doubled to nearly 10,000 pages. Thirteen major acts and 25 statutes concerning environment and safety have been implemented since 1970. DOD, with over 800 installations in all states and territories, must also contend with State and local regulations. California, for example, has several hundred environmental laws with which DOD must comply. Magnifying the importance of these regulations is their revolutionary compliance strategies.

Perhaps the largest impact upon DOD is that Federal facilities are to be treated as private parties. As a result, DOD comes under the authority of the Environmental Protection Agency (EPA), which may delegate enforcement authority to State and local regulatory agencies. Moreover, arguments of Federal supremacy and sovereign immunity may soon be overcome by provisions in the laws for sweeping waivers of sovereign immunity. DOD facilities now are increasingly

vulnerable to State and local fines, penalties and citizen suits. Thus, the DOD failure to comply with environmental regulations could now result in base operations shutdowns. The only current legal device to preclude regulatory impairment of national security is the presidential waiver, granted on a case-by-case basis. Reserved for extreme circumstances, the waiver has been invoked only once in its 10-year existence. Complementing these regulatory changes has been the environmental groups' increasing interest in Federal facilities, such as the Rocky Mountain Arsenal.

In July 1985, Congress responded to this interest by establishing a full committee panel on Environmental Restoration to examine DOD and Department of Energy (DOE) environmental activities. In March 1987 and March 1989, Congress established panels of the Readiness Subcommittee to continue environmental oversight of DOD. Hearings before these panels have examined DOD efforts to follow the various Federal, State and local regulations. Congressional reporting based on these hearings (HR. 2461 - July 1, 1989) was critical of DOD's environmental efforts and directed DOD to take corrective action. Although acknowledging public criticism to be exaggerated, Congress has pointed out that, because DOD was uncooperative in solving its environmental problems, it is negatively perceived by the public as using its national security mission to avoid its environmental responsibilities.

Recognizing the major steps that DOD has made to improve its environmental program and acting to defuse this criticism, Congress has directed DOD to account for its expenditures for environmental compliance, report on long-range environmental requirements and priorities, develop an environmental database and use portions of working-capital funds for waste minimization projects. While Congress recognizes mitigating arguments on behalf of DOD's position (national security, Federal facilities not like private parties, regulations are nonprioritized and unclear), it expects DOD to comply with environmental regulations.

Other problems exist. Current Federal budget trends call for negative defense budget growth over the next 5 years while

estimates of DOD's unfunded environmental requirements over the same period range between \$5 and \$10 billion. Congress estimates that DOD will need to double its environmental staff by 1995 to adequately comply with environmental requirements. Given the recent Department of Justice decision that DOD could not defend civilian employees indicted for environmental violations, and the subsequent conviction of Army senior civilian managers at Aberdeen Proving Ground for environmental negligence, recruiting environmental personnel to low-paying DOD staff positions is expected to be difficult. Using environmental issues, local governments have successfully challenged DOD weapons test site selections. In light of these events, what should be the focus of the Army's relationship with Congress?

The group identified several issues regarding the Army environmental program that were of particular concern to Congress and should be addressed in the Army's environmental planning.

- Credibility is crucial. Environmental program capabilities must not be oversold.
- The quality of environmental training at all levels has been criticized.
- Coordination among bases; Headquarters, Department of the Army; Federal and State agencies; and international activities should be improved. From the outside, especially Capitol Hill, there seems to be a lot of activity, but very little coordination. There appears to be a lack of central focus.
- Environmental group and other forms of public review and input must be incorporated into environmental planning.
- Communication with Congress needs to be improved. If the Army's environmental program is to become proactive, Congress needs to know the details of Army programs, and the implications of proposed environmental legislation for the Army.

EPA PERSPECTIVES

From the perspective of the Environmental Protection Agency, the Department of the Army and its Federal facilities failed to take advantage of the opportunity to put their environmental house in order without a powerful threat of enforcement. If it is to execute its mandate, the EPA now has little choice but to place greater emphasis on Notices of Violation (NOVs) when dealing with the Army. Based on EPA's experience with Army installations, most violations of environmental laws and regulations are administrative and need not occur. They reflect lack of priority on environmental compliance; or, because his environmental coordinator is typically not on his primary staff, the commander may simply be unaware of violations. All too often, inspectors visit the same installations and find recurrent or similar violations. Installation commanders do not appear to be held accountable by their superiors for the installation environmental performance. Moreover, most installation environmental offices are inadequately staffed. People of lower pay grades are performing functions that would be paid at a much higher rate at a private facility. Further, the Army has not had successful environmental auditing programs that would allow a uniform evaluation of all of its facilities to the same standard. All this notwithstanding, the Army simply has too many installations in too many regions of America to be allowed to treat its millions of acres of American landscape with environmental inattention.

Congress and the EPA recognize that the Army has many installations and that ensuring that all of them are in compliance on important regulations such as the Safe Drinking Water Act, the Resource Conservation and Recovery Act or even the Toxic Substances Control Act is a difficult task. Both organizations, however, believe that many of the violations that EPA continues to find on Army installations are due to a lack of command level priority for environmental issues and are therefore avoidable. When EPA inspectors continue to find recurrent problems, this gives the impression that the Army is guilty of environmental inattention which can only be corrected

through a negative program of enhanced enforcement and NOVs.

The Army should begin holding its commanders accountable for their environmental performance and the degree to which they promote good relations with environmental inspectors, local environmental groups and the general public. Army leadership needs to understand that money must be spent to hire and retain sufficiently large and qualified environmental staffs at each installation to ensure the basic environmental laws of America are complied with. The combination of adequate, qualified staffing and command emphasis will go a long way toward solving many of the very correctable environmental problems on installations, and demonstrating to Congress, the EPA, and environmental groups that the Army is serious about its environmental programs. Further, it will create a positive image for the Army in an area that the American people and Congress clearly think is important. Solid performance by the Army in these areas could result in support for programs such as base expansion and access to environmentally sensitive training areas.

NATIONAL SECURITY AND INTERNATIONAL CONFLICT

The environment is now being referred to as a national security issue. The literature addressing this concept falls into two general areas. One suggests that exploiting and degrading America's natural resources has produced pollution and environmental contamination which threatens the health and future vitality of the country and is, therefore, threatening the nation's security. Further, that given the size of the military installations and the significant degree to which many of these installations have been subjected to hazardous and toxic waste, erosion from poor land use management, or habitat violations and the threatening of wildlife, the military is itself a major threat to the nation's security. A corollary of this idea suggests, as a positive alternative, that because the military controls large tracts of land in all states, is well organized, and has sizable personnel resources and a research base in defense contractors, it should be an agent of environmental

improvement. Writers of this persuasion envision pro-environmental Army activities such as:

- An environmental improvement CCC, either organized and managed by Army officers and NCOs, or composed mostly of soldiers.
- Army installations as quasi-national parks or wildlife refuges, or, at a minimum, showplaces of Federal landscape organized and managed in total multi-use environmental harmony.
- Converting military and defense contractor laboratories to develop pollution control, abatement, and cleanup technologies for sale to other countries such as the Soviet Union and Eastern European nations.

In addition to its national security implications, a second environmental issue has its base in international affairs. This concept notes the rise in concern among nations over trans-boundary environmental problems, such as desertification, acid rain, ozone depletion and the Chernobyl accident, and suggests that such problems could lead to conflict. Given the terms of the new East-West paradigm and the propensity of erstwhile client countries to return to long-simmering regional enmities, environmental problems could be a catalyst of conflict that threatens political stability, particularly in the Third World. Included in this argument is the idea that population growth and economic competition will exacerbate the importance of natural resource control (petroleum, water, arable land, nonfuel minerals) and lead to wars of resource redistribution. As a result of these scenarios, the U.S. military will likely be required to deal with conflict arising from environmental issues. Developing environmental programs and expertise may help the Army diffuse potential conflict.

On these national and international security matters, the group came to certain conclusions and offered its recommendations.

- The Army mission is to defend U.S. interests. Although the environment is now being considered a national security issue, the Army's role in environmental security is limited to security assistance programs, achieving compliance and restoring Army installations. Should the Army diverge from its primary mission to become a national instrument of environmental improvement? Perhaps the two roles are not mutually exclusive. In an era of public support for a defense drawdown, it may well be in the Army's interest to assume a greater role in the nation's environmental security. However, such an expanded role must not be allowed to compromise the Army's capacity to defend U.S. interests.
- Population and economic growth as well as new technological developments will continue to magnify the importance of natural resource control. Following closely upon the oil-driven Gulf war, the increasingly scarce water resources of the Middle East may soon be the catalyst of further regional conflict. Other resources, such as fisheries, arable land and critical minerals are either scarce, geographically concentrated or essential for economic progress and may also be sources of international conflict, particularly in the Third World. There is a possibility that such conflict could involve U.S. forces; however, these environmental issues, as well as such trans-boundary problems as global warming, are more likely to influence events in the national policy arena than impact such mainline military concerns as force structure and weapons development. Environmental problems are but one of many issues that might involve the Army in conflict.
- To the degree that Senator Nunn's Strategic Environmental Initiative preserves critical defense research institutions that would otherwise be lost, it should be supported. However, the Army must guard against diverting resources to environmental research that go beyond what is required to satisfy the Army's

environmental cleanup or pollution prevention requirements. Such diversions have their genesis in the growing popular appeal of the environment as a political issue, and could, therefore, increase rapidly, thus increasing the potential to erode the DOD budget and threatening operationally based research programs.

LESSONS FROM PRIVATE INDUSTRY

The group believed that the Army had much to learn from private industry and expressed surprise that proven methods of corporate organizational behavior adapted to and used successfully by the Army in other areas had not been brought to bear on the area of the environment. It was generally agreed that because the Army had been protected from financial and legal penalties due to noncompliance, it has not made environmental issues a high priority. Industry, on the other hand, has had no such protection and therefore has recognized the penalties associated with environmental inattention and has integrated environmental awareness into all areas of corporate management. The Army's environmental program could be greatly improved by adopting private industry approaches to the issues of leadership, organization, and staffing.

Leadership.

To be successful, the Chief Executive Officer (CEO) must fully support any environmental program, or in the case of the Army, the Chief of Staff must provide support. The essential elements of staff support and line management involvement will not occur until the CEO makes his commitment and vision of environmental success clear. A fine example of this is the corporate environmentalism espoused by E.I. duPont de Nemours and Company. In their environmental booklet, DuPont Chairman Edgar S. Woolard makes his commitment clear:

I am personally aware that as DuPont's Chief executive, I'm also DuPont's chief environmentalist.... I'm calling for corporate

environmentalism—which I define as an attitude and a performance commitment that place corporate environmental stewardship fully in line with public desires and expectations.

Such an approach accomplishes two objectives. First, it is an internal signal that the organization's priorities have changed and that career oriented officers will benefit from supporting the new vision. Second, the CEO's commitment, used to good effect by the organization's public affairs officer, serves as a catalyst for developing a positive external environmental image. Such an image is essential to be able to successfully implement a proactive, long-term strategy aimed at gaining public support for the organization's goals. This is particularly important for organizations whose core operations are environmentally controversial and for whom continuing business as usual requires public approval.

Image and credibility are important components. The Army should aggressively seek to improve its image as an institution that is environmentally sensitive. Gaining credibility with enforcement agencies, environmental groups and the public will reduce lawsuits and enforcement actions that result in one-sided solutions to problems, and unnecessarily impact Army operations and training.

A particularly fine example of what can be achieved in this area is the case of Aberdeen Proving Ground (APG). Aberdeen was once a public relations tragedy for the Army, with widespread environmental inattention culminating in the conviction of three Department of the Army civilians for environmental crimes. Under a new commander, the environment was made a top priority; the environmental coordinator was elevated to the commander's primary staff and a qualified environmental staff was created. Local media, public officials and environmental groups were invited to monthly environmental meetings where the installation's problems and programs were openly discussed. This policy of commitment and openness has paid large dividends in terms of good will and a grace period in which to solve the installation's problems. APG is now praised by Army environmental critics as an example of what the Army can accomplish when its leaders so desire.

Organization and Staffing.

Vision and commitment will take an organization only so far. To implement the environmental policies of the CEO, there must be a clear line of responsibility for environmental matters. There must be a technically competent central staff of professional environmentalists to provide guidance to operations, and the willingness to hold operators accountable for their environmental performance. The environmental staff should not necessarily "do" the environmental work. Each operation/activity manager should handle the environmental requirements associated with the activity.

The first thing an organization should do is to establish clear objectives. The vision of environmental stewardship must be translated into objectives that reflect the nature of the particular organization. These objectives reflect the strategic goal of operating successfully in the future and must therefore be forward looking and proactive. All too many organizations develop their environmental program in an ad hoc, reactive fashion. This denies the organization the tools with which to succeed in the future and results in short-sighted objectives. Let us say, for example, a large corporation's first major exposure to environmental penalties occurred when its production facility was successfully targeted by local environmental groups and forced to pay a multimillion dollar settlement to clean up past environmental problems. If the corporation designed its environmental program around solving such plant cleanup problems, it would be *reactive*. If, instead, the corporation looked upon the plant incident as indicative of a larger trend, a growing public demand for corporate environmentalism, and analyzed how the trend would affect the industry in all areas, it would then be better able to build a *proactive* organization. Such an organization would establish forward looking objectives, like designing pollution preventing production facilities that eliminate the need for expensive cleanup. Such objectives allow the corporation to adapt, and leave future operations in the control of the corporation.

Responsibility for executing environmental policy rests with line managers. Only they have the authority and position to do what has to be done. Companies with successful environmental programs put environmental objectives into their line managers' measures of performance and provide incentives for success in environmental areas. Line managers should be given guidance and training, and then held accountable; this is the foundation of good performance.

Environmental accountability must be established at the installation level. Commanders should sign for the installation's environment as if it were equipment or real property. Their Officer Evaluation Reports should reflect the degree to which they maintained the environmental condition of the land, and furthered the Army's environmental goals.

In order to provide CEOs and line managers the environmental expertise they increasingly require to develop and implement corporate policy, many corporations have separated their environmental divisions from other staff elements such as engineering and have established them under a Senior Vice President at Corporate Headquarters who handles environmental matters on a full-time basis. Eighty percent of the Fortune 100 chemical corporations have reorganized in this manner. Industry has found that if another Senior Vice President or line manager is not informed or cooperative on environmental issues, it takes someone at this level, with this clout, albeit in a staff role, to ensure the environmentally sound policy is followed.

The core of a corporation's environmentalist program is a technically competent central staff. Led by a senior individual at corporate level, the environmental staff provides guidance, training, policy direction and auditing. Developing such a staff is essential; with them a corporation will save millions of dollars and operate successfully in the difficult and increasingly complex environmental arena; without them, the corporation is exposed to the subjective requirements of external inspectors, costly cleanups and penalties, and the adverse publicity associated with EPA and State Notices of Violation.

SUMMARY

There was a general consensus among conference participants that the environmental milieu has changed dramatically and that the Army must take cognizance of this change if it is to continue operating successfully in the future. The public, Congress, and environmentally concerned organizations are making it clear that they expect Federal facilities to achieve the environmental objectives laid down in key Federal legislation. These groups view the Army as an agent for accomplishing these objectives and as such the Army must adapt and use this perception to its advantage. If the Army does not wish to have its mission changed to include using its forces for environmental purposes, or diverting its resources to environmental research, then it must become proactive both with the public and Congress and make clear to these groups the negative tradeoffs with respect to operational readiness that they entail. On the other hand, as the world order continues to change, environmental issues may take on even more importance and it may be in the nation's best interests to incorporate environmental activities into the Army mission.

The Army must also be aware that it can no longer disregard its environmental responsibilities if it hopes to secure other forms of support for its programs from Congress, States, and the public.

The Army should look to private industry to see how it can successfully operate in the current and future environmental milieu. Congress, the public, and the Environmental Protection Agency are all telling the Army that it is not measuring up to the standards that they believe should be attained. Private industry has listened to input from these groups, has adjusted, and in most cases is continuing to function and achieve its operational objectives.

Mr. Walker's remarks (Appendix A) make it clear that the Army Secretariat understands the importance of environmental issues, and is committed to creating a forward-looking Army environmental strategy. However, there appears to be a disconnect between the commitment of the

Secretariat and the environmental performance of many Army installations. If it is to meet its environmental objectives and satisfy critics who do not believe that the Army is serious when it says that it is concerned about the environment, the Army must first achieve four objectives: establish top-level priority on the environment, hold commanders accountable for their environmental performance, provide meaningful funding for creating the environmental staffs that are necessary to comply with America's environmental legislation, and become proactive with Congress so that the impact of environmental legislation upon the Army is fully understood by legislators. If the Army does this, it can gain control of its environmental destiny and accomplish its mission.

APPENDIX A

Keynote Address

Lewis D. Walker
Deputy Assistant Secretary of the Army
(Environment, Safety and Occupational Health)
Office of the Assistant Secretary (Installations, Logistics, and Environment)

Mr. Walker's remarks were presented to the conference by Colonel Hugh M. McAlear, Assistant for the Environment in Mr. Walker's Office.

Good morning ladies and gentlemen. It is a pleasure to speak to the Army and the Environment Conference. Mr. Walker had planned to be here, but as many of you know, he is recovering from a serious illness.

I want to talk to you about Mr. Walker's perspective on the environmental challenges facing the nation and the Army in the 21st century. I want to discuss what we believe the environmental future to be and how the Army environmental community defines the Army's niche. And most importantly, Ms. Livingstone has asked Mr. Walker for an environmental strategic plan to meet the challenges we will certainly face in the 1990s.

In order to design any meaningful environmental strategy for the Army leadership, one must first attempt to understand the assumptions upon which the defense leadership is basing its strategies. The fundamental restructuring of the armed forces is going to rely as never before on the Defense Department's ability to generate the best high technology weapons in the world operated by the best trained soldiers in the world. Translated for the environmentalist, this national security strategy has at least three important elements:

(1) a greater attention to the technical and industrial base where industrial processes generate a complex and dynamic variety of waste streams.

(2) The armed services, including the Army, will field heavier, faster, longer range weapons and combat support systems.

(3) The training of these forces will involve higher intensity and more training area at a time when society is closing in on our installations and stewardship expectations are increasing.

One can conclude from these elements that the Army of the future may one of fewer, but bigger installations.

The American people have placed a high priority on protection of the natural environment. Poll after poll shows that 90 percent of the American people would like to see more Federal aid to help restore and maintain the environment. That support rarely wavers when the public is presented with difficult choices among other popular programs that cost tax dollars.

Although the American people give great deference to national security and have been extraordinarily tolerant of the military's unique environmental problems associated with production and deployment of materiel for combat readiness, we cannot ignore that the public and the Congress have become increasingly impatient. Congress has sent the message that the department has had over 20 years to devise strategies to comply with environmental laws. Yet environmental violations increase. The public frustration was manifested in the last Congress with the introduction of H.R. 1056 which proposed to strip the department of whatever vestiges were left of sovereign immunity. 1056 would have allowed states to assess administrative fines and penalties. Although it exempted Federal agents and officers from civil liabilities in the course of carrying out their duties, it did not exempt them from criminal liability. The 102nd Congress will introduce a similar bill, H.R. 2194. It has all the essential features of 1056. The only major difference is that the fines collected by the States and local governments must be spent on environmental protection. Its companion bill is S.596. The Senate majority leader has promised quick action on the bill.

The ability of states to fine installations for noncompliance will become reality. Our Army environmental strategy should assume this, and though environmental compliance is mandatory, it is not enough; it is simply reactive and insufficient to form a strategy. The President, the Secretary of Defense and the Secretary of the Army have all staked environmental leadership as the mark of excellence. Every program we manage must integrate environmental values into the decisions made by commanders and installation managers. This is getting more difficult, but no less imperative.

The Army is up to this challenge. The Army is going to become a part of the solution to effective environmental progress in the next decade. We are stewards of over 12 million acres of land and more than 1400 facilities. We have an obligation to manage wisely those resources entrusted to us. There is no reason why accomplishment of the Army mission cannot and should not be achieved in full compliance with environmental laws now. It will take some effort, time, and cultural change within the Army to realize the leadership role we seek. Once we reach that goal, we can transfer that knowledge and expertise to national environmental problems.

In 1988, we initiated the Senior Environmental Leadership Conference (SELC) in which about 25 people met to discuss the future strategy of the Army environmental program. The results of the conference was "Report from the Airlie" which presented about 20 recommendations in 5 categories to the Assistant Secretary for Installations, Logistics and Environment. Those categories were:

- (1) scope of the problem;
- (2) organization;
- (3) people;
- (4) communication; and,
- (5) resources.

Scope of the Problem. It has been difficult to accurately assess just how big the scope of the problem really is. For that

reason the senior environmental leadership conference recommended that environmental audits be completed by 1992. As we generate that information there must be a way of storing and quickly retrieving the data in order for managers and decisionmakers to use it to make meaningful course changes. Since the SELC, the U.S. Army Toxic and Hazardous Materials Agency has been developing an automated environmental management information system. The SELC was convinced of the need to better anticipate and assess the future. This conviction also led to the establishment of an Army Environmental Policy Institute, which will work on studies in solid and hazardous waste, as well as an Army environmental strategic plan.

Organization. The SELC perceived that the environmental organizations at the installations and major commands were not fully staffed to resolve the environmental challenges facing them. The SELC recommended that a study be initiated to determine the types and numbers of people needed in the environmental program and the best organization placement. The SELC also recommended that the Army should institutionalize the role of the environmental specialist as the advisor to the commander. The studies are in progress and the debates are emotional and in full swing!

Communication. The SELC recognized that our communication with all our publics needs improvement. As a result, the Chief of Public Affairs has developed a "public affairs plan." Additionally, the senior leadership must communicate the importance of the environmental issue. I think you see this happening. The SELC also suggested the establishment of an environmental quality committee at Headquarters, Department of Army. As you may know, we now have established the Senior Environmental Executive Committee.

People. In order to recruit and retain highly qualified and motivated people to become a part of the environmental program, we must bring young people in now, establish a career track for them, and train them to become the environmental leadership in the next decade. The SELC recognized this as a long term objective.

Resources. Prior to the SELC, environmental funding was invisible in OMA, AIF and RDT&E accounts. There was little hope of identifying how the money was spent, even if it had been adequately programmed. Accountability is paramount and it was missing. The SELC recommended the creation of an MDEP, which is merely a mechanism for tracking funds. Prior to the SELC, the OMB Circular A-106, despite its name, was not used to program or budget. In fact, all our environmental training said, "this report gets you no money to fix pollution sources, it is just a mechanism to report it." Incredibly the A-106 report wasn't even submitted until after the department's budget was locked. The SELC changed that by making the A-106 a budgeting report.

The Senior Environmental Leadership Conference has come to form the basis for the Army environmental strategy for the 1990s. The four pillars of the program are restoration, compliance, stewardship, and pollution prevention; this foundation for the pillars is set within the context of the planning, programming, budgeting and execution system.

The Second Senior Environmental Leadership Conference, Tier II, was held at Morehouse College in Atlanta where we brought in the major commands and their supporting field operating agencies to establish timelines for actions.

The next Senior Environmental Leadership Conference agenda will be twofold. 1) Review the progress of the taskers from SELC I; and 2) review a draft of the Army strategic plan now in development at the Army Environmental Policy Institute. I want to share these draft ideas with you.

There are eight elements to the strategic plan:

- *develop an environmental ethic;
- *achieve rapid compliance by use of tiger teams;
- *maximize our investments in environmental planning and pollution prevention;
- *use our size and purchasing power to affect markets for environmental sensitivity;
- *increase energy efficiency;

- *do not exceed the carrying capacity at installations;
- *immediately do those things that protect the environment and do not cost money;
- *expedite contamination clean-up.

Develop an environmental ethic. Within the military it is possible to accomplish this. The commander, the soldier, and the civilian are in the Army because they care deeply about the country, about national security, and about public service. It is a short distance from there to the understanding that a healthy environment fits neatly into our basic value system. Once commanders get engaged in the Army environmental program, we can affect behavior and I believe we will see the ethic developed quickly and real and honest cultural change will take place.

Achieve rapid compliance by use of tiger teams. As I stated before, environmental compliance is not a luxury, it is a mandate. Yet, the Army's noncompliance rate is growing. You and I can debate the efficacy of using notices of violation as a indicator of program health. But at the end of the day, the pragmatic answer is, that's what others use. It is an area where commanders can make a difference. We believe that consistently about 70-80 percent of the notices of violation are do not require projects or dollars for compliance. They are management efforts where a spill plan needs updated, a storage permit is tied up in the system. With the commander's limited staff, things get put off a day here and a day there. Then the state or EPA shows up at the gate and we haven't gotten around to it. We need to help the commander in his hour of temporary need. One way is the use of tiger teams. At any rate, before we offer ourselves to the nation as environmental leaders, we certainly ought to be in compliance with environmental laws.

Maximize environmental investment in environmental planning and pollution prevention. It should be no surprise to those of you who have worked in Washington, that often we get caught in the crisis management do-loop. Our strategic direction should be to put our money in preventing crisis from ever emerging. Wise and well-placed investments today are

an important part of becoming environmental leaders. The hazardous waste minimization program is a good example of this. We have set these goals...

Increase energy efficiency. The exploitation and use of energy for the advancement of human endeavors is a major cause of environmental insult. From the drilling of oil and digging for coal, to the refinement of raw material, to the use to power our industry and transportation; every step creates potential for environmental degradation in air, water, and soil. Solving systemic environmental problems must include increasing energy efficiency, conserving energy, and developing alternative fuels to sustain our productive pursuits. Energy efficiency is also one of the pillars of the President's environmental strategy that CEQ and EPA recently outlined.

Do not exceed the environmental carrying capacity at installations. As the force structure is reduced and the concomitant base structure declines, the renewed goals of the services will include consolidation and streamlining. For environmentalists in the Army, it means more pressures on the land, air and water resources of an installation that is receiving the functions from one that is closing. The capacity of sewage treatment plants may be taxed; the training areas may be used more often, risking faster erosion of soils and conflicts with neighbors over noise; these increased uses will also affect a growing number of endangered species on Army lands. We will do well to remember that environmental constraints reduce the acreage at an installation. With environmental laws, an acre is not really an acre. And remember, earlier in my presentation I said that training on the modern battlefield requires *more* acres than ever before.

Do immediately those things that protect the environment and do not cost money. It is common to hear how much environmental programs cost the nation. While it is true that consultants are expensive, and they are growing exponentially, there are many things installations can do to protect the environment that cost little or no money. Forbidding non-military off-road vehicles; removing storage of polluting materials from near streams; buying environmentally smart

products; you can think of numerous management initiatives that require no money; just smart management.

Expedite contamination clean-up. Restoration is yesterday's problem. Although we are committed to fixing those problems, the Army needs to be out of the environmental restoration business as soon as possible. Once we are out of the business, we can put our emphasis on today and tomorrow, rather than yesterday. If we are to be leaders, we must have learned the lessons of yesterday, but we do not want our resources bogged in a quagmire of past mistakes. We need to free up resources to think about today and tomorrow.

The current challenge is to be smart as the Army draws down. Base closure is consuming a lot of the time of the Army leadership. The environmental issues are extremely important as the base structure of the future is being shaped now. High quality environmental impact analysis will help decisionmakers avoid costly environmental mistakes. Our clean-up program will receive intense pressure to clean up installations to be closed before those on the active list. That will be a challenge for Mr. Walker.

I will close by telling you that the Army is getting prepared for the future. The 1990s may be the most important, exciting and challenging decade in the history of the program. Many will come to the table offering solutions. It will require great foresight to separate the real solutions from those that just cost money.

I work for an Army that can succeed and every initiative we take, we plan for success. We will be successful while assuring that the Army's military mission remains unhampered because we are committed to excellence in all we do.

Thank you.